

Northwest Indian Fisheries Commission Grant Program

FY 2011 Noncompetitive Tribal Projects for Restoration and Protection of Puget Sound

Swinomish Indian Tribal Community Non-Point Pollution Public Information and Education Initiative – Year 3

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Grant Name:	NWIFC FY 2010 Noncompetitive Tribal Projects for Restoration and Protection of Puget Sound
Project Period:	February 1, 2014 – January 1, 2015
Project Officer Name and Address:	Tiffany J. Waters Northwest Indian Fisheries Commission 6730 Martin Way East Olympia, WA 98516
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1. **Project Title:** Non-Point Pollution Public Information and Education Initiative – Year 3
2. **Workplan Abstract:** Implementation of current state and local regulations, and the regulations themselves, have been shown to be inadequate to protect water quality and fish habitat. This project proposes a public education effort that will be directed at decision makers and the general public to improve the standards and implementation of best management practices, and to increase the level of regulatory certainty that instream resources will be protected, consistent with the Skagit Chinook Recovery Plan.
3. **Tribe:** Swinomish Indian Tribal Community
4. **Project Location:** Efforts will be directed at both the Skagit Watershed and throughout Puget Sound.
5. **Eligible Activities to be Addressed:**
 - a. Skagit Chinook Recovery Plan (A.6.1)
 - b. Support local governments to adopt and implement plans, regulations, and policies consistent with protection and recovery targets, and incorporate climate change forecasts (A 1.2)
 - c. Improve, strengthen and streamline implementation and enforcement of laws, plans regulations and permits consistent with protection and recovery targets (A 1.3)

6. **Proposed Starting and Ending Dates:** February 1, 2014 – January 31, 2015
7. **Project Coordinator:** Larry Wasserman, Swinomish Indian Tribal Community Planning Department, 11430 Moorage Way, LaConner, Wa 360-466-4047 (fax), 360-466-7250 (office), lwasserman@skagitcoop.org
8. **Project Development:**
 - a. Need for Project:

Completion of the proposed project is a top priority for the Swinomish Tribe. Numerous studies conducted within the Skagit watershed have demonstrated that non-point pollution and the lack of riparian vegetation have significant negative impacts on fisheries resources. Two TMDL studies have been conducted by the Department of Ecology (DOE) for the Skagit River and its lower tributaries (Pickett, 1997; Zalewsky & Bilhimer, 2004). The studies explain that many streams are currently on the Clean Water Act 303(d) list as result of high temperatures, low oxygen, and fecal coliform, which in turn is the result in large measure of inadequate riparian buffers and unrestricted cattle access. TMDL's, when developed, have either not been implemented or are not adequate to alleviate the source of pollutants.

Skagit Chinook Recovery Plan

The following is excerpted from the Skagit Chinook Recovery Plan (SRSC & WDFW, 2005) that speaks broadly to how the work proposed within this workplan is seeking to implement this Plan:

“Successful habitat protection depends on three important components. First is a public that recognizes the importance of salmon habitat protection, and that does not condone actions by others that do harm to these resources. This sentiment should be nurtured through a vigorous public information effort, and by providing the technical information to assist landowners and others in their efforts to comply with existing regulations. Technical and financial resources should also be made available to those who voluntarily want to do even more to protect and restore salmon habitat if they so choose. Providing people with the information to make informed decisions that will be protective of salmon habitat when working in and around streams is the first step towards habitat protection. To summarize, providing people the tools to “do the right thing” capitalizes on the vast majority of the public that wants to provide for a future for Skagit River Chinook.

A second factor and one that needs to be implemented concurrently with the first step is an unambiguous regulatory framework that insures that the habitat needs of the fisheries resource are fully protected, either through avoidance of impacts or through the full mitigation of unavoidable impacts. The regulations should provide sufficient clarity to landowners and other project proponents about what standards need to be met, and what actions are unacceptable.

These regulations must be applied equally to all, with assistance from implementing agencies so that people can understand the necessity of the regulated actions, and how they can comply.

Finally, there needs to be an enforcement presence to insure that those that choose not to follow the rules will be held accountable. This is important for a number of reasons. First and foremost, vigorous enforcement provides a deterrence to those that might otherwise try to circumvent or ignore existing regulations. Also important is that an active enforcement process indicates to those that are abiding by the rules that others will be held to a similar standard, and that there is an even playing field for everyone that needs to work in and around streams. Finally, a vigorous enforcement presence indicates to the public that these matters are an important public policy, and that the authorities with jurisdiction take their responsibilities seriously and are committed to ensuring that salmon protection is an important priority” (2005, p.78).

Specific Skagit Chinook Recovery Plan recommendations that this project seeks to educate stakeholders and decision makers on the need to address include:

- Recommendation 20 - Development of “a regulatory framework in the form of an Agricultural Practices Act, a Riparian Protection Act, or the mandatory use of Farm Plans based on Best Management Practices (BMP) based on Best Available Science (BAS). *The commitment to enforce these regulations, is a necessary component to protect water quality within the Skagit Basin*” (emphasis added, p.86) .
- Recommendation 21 – “Assist and support development of Total Maximum Daily Load (TMDL)s for each of the Chinook streams listed on the 303(d) list in the Skagit River Basin. *Identify and implement the measures necessary to meet water quality standards. These measures should become part of either local or state regulations to ensure their implementation*” (emphasis added, p.87).
- Recommendation 24 – “The Shorelines Management Act currently exempts agricultural practices, which inadequately protects essential Chinook habitat. Protecting this habitat requires modification of the Shorelines Management Act to eliminate the exemption for agricultural practices, or to develop alternative mechanisms that provide equivalent levels of protection” (p.87).
- Recommendation 28 – “Ensure the adequacy of water quality violation investigations and follow up, and review the adequacy of BMPs as implemented” (p.87).

Unfortunately, since the Chinook Recovery Plan was adopted by NOAA seven years ago, there has been little change in the regulatory structure or the degree of implementation of these measures. There has also been little local support for adoption or enforcement of regulations to meet water quality standards. Unless decision makers and the general public are made aware of the sources of pollution, the adequacy of currently regulations, and the need for additional enforcement, it is unlikely that water quality will improve or that fisheries resources will be protected.

The Swinomish Tribe is cognizant that the Puget Sound Partnership currently engages in a Puget Sound-wide public outreach and education campaign (Puget Sound Partnership, 2006). Their broad goals include: “Increase public awareness/concern about Puget Sound – and the land around it...; Make improving the health of Puget Sound a public priority; Build broader and

deeper support that can be translate into voter or legislative action for comprehensive solutions; Encourage behavior change; [and] Elevate Puget Sound as a national environmental asset on the same level as the Chesapeake Bay or the Florida Everglades” (Puget Sound Partnership, 2006). While a broad Puget Sound wide protection and outreach is important, regional stakeholders and decision makers within the Puget Sound region are diverse and, we believe that for Skagit Watershed water quality to improve, there is a crucial need for targeted information to stakeholders and decision makers to support improved regulatory mechanisms to protect and restore water quality and fisheries resources within the Skagit Watershed and throughout Puget Sound.. We believe that the implementation of our public information and education initiative will fill a critical need, for the benefit of both our fisheries and water quality for the whole community.

Public Information and Education Initiative – Year One

Under Year One of funding, Swinomish developed, via contractor, a Public Information and Education Strategic Plan. Methodologies for the development of this Strategic Plan included: introductory meetings between the consultant and Swinomish to discuss the current water quality regulatory deficiencies and appropriate literature to review; a comprehensive water quality literature review and discussions with a number of subject matter experts around the state; a statistically valid quantitative research survey regarding public opinion of water quality that was conducted in July 2012, using a sample of 600 people from across the state; and in-person interviews of approximately two dozen water quality stakeholders from a wide range of backgrounds, also distributed around the state. The survey and in-person interviews focused on: 1) perceptions of water quality in WA State; 2) value/perceptions of water quality protections and regulations; and 3) value/perceptions of governance (local, federal, private sector) in relation to water quality.

It was determined that any attempt to improve water quality laws and enforcement in Washington will require an intensive period of public education (to both the general public as well as opinion leaders) to overcome perceptual problems. To achieve change, the problems with water quality in Washington need to be framed in ways that resonate with average citizens, such that they are educated that:

- The scenic appearance of Puget Sound, rivers and lakes hides a growing and dangerous water quality problem.
- That problem represents a threat to the health, safety and economic well-being of future generations of Washingtonians.
- The water quality problem can be solved without exorbitant cost to the average citizens.

Taking Year One findings and Strategic Plan Development into account, Year Two of this funding’s workplan (which began January 2013) has been revised with NWIFC to focus on building partnerships to educate the public and stakeholders on the sources of pollution, the inadequacy of currently regulations, and the need for additional enforcement to improve water

quality, and water quality print and radio ads and materials that can be used for that purpose. Tasks will include:

- Project Management and Local Coordination:
 - ❖ Meetings between consultant/Swinomish to manage/discuss project; and
 - ❖ Contact/communicate with PSP regarding their post-2006 education and outreach surveys and messaging, for potential coordination and data sharing
- Material development and dissemination
 - ❖ Develop materials for potential water quality partners including an abbreviated version of the research plan and problem statement; and
 - ❖ Disseminate recruitment material to potential partners and local governmental allies
- Strategic planning and Water Quality Coalition building support and development
 - ❖ Monthly meetings between consultant and Swinomish
 - ❖ Meetings with Tribe and partners
- Print and Radio media Ads
 - ❖ Development of print and radio media pieces for WA State public and regional stakeholders, utilizing water quality recruitment materials and problem statement
 - ❖ Placement of print and radio media purchases and management using water quality pieces in appropriate media in WA state.

b. Project Tasks, Outputs, and Outcomes.

Project Tasks and Outputs – Year 3:

This year 3 project will continue to implement recommended elements of the public information and education strategy developed during years 1 and 2. The five specific tasks are designed to further advance the education of stakeholders and the general public and to measure progress on awareness and support for water quality against baseline information previously gathered under this grant.

1. Task: Engage in project management. Conduct regular meetings as necessary with Swinomish to manage project.

Output: Meetings between consultant and Swinomish; Effective communication

Cost: Built into the costs of Tasks 2-5.

2. Task: Measure progress in awareness, understanding and support for improved water quality among the general public. Conduct one large statistically valid statewide survey of registered voters about their attitudes and support around water and habitat quality, and salmon and benchmark those results against information gathered during previous phases.

Output: Validation of effectiveness of educational efforts; Water quality perception data

Cost: \$30,000

3. Task: Refine understanding of the general public's knowledge of these issues through in depth group discussions of the subject matter. Conduct three moderated focus groups of 8-12 people each, one in Skagit County, one in the central Puget Sound, and one in eastern Washington that would allow for a deep discussion of the issues.

Output: Improved understanding of the nuances of the views of the general public, and benchmark for those views around the Skagit watershed against views held in different communities in the state.

Cost: \$22,500

4. Task: Create media pieces and material laying out specific and concrete examples of habitat degradation, water quality impairment, and the impacts on salmon that can be used to effectively communicate the nature of the problem to the general public. Based on research and knowledge of local conditions as well as potential opportunities in other watersheds that are strongly illustrative, develop five different but related media pieces that can serve as an integrated communications campaign around water quality and habitat protection. These pieces will be developed for a variety of communication channels potentially including on-line, print, radio and television.

Output: Five different media pieces that are ready for placement in the appropriate channel, see Task 5.

Cost: \$27,500

5. Task: Conduct public education and outreach using materials from Task 4 and messages from years 1 and 2 of this project. Employ media variety of communication mediums to deliver messages in Skagit county and more broadly to highlight the problem statement, preparing the ground for additional future work to implement recommendations to find a solution.

Output: Targeted media placement of Task 4 material in a way that maximizes reach most cost-effectively. Specific media placement will be determined in the implementation phase of Year 3.

Cost: \$42,523

Project outcomes – Year 3:

1. Analysis of changes in perceptions over the life of the project, benchmarked against initial years public awareness and perception.
2. Deeper understanding of the nuances of public values and perceptions.
3. Strong materials describing the need for action.
4. Continued education and outreach to the public.

Outcomes – Years 4-6:

Increased awareness and understanding by the general public of the links between water quality and salmon health, increased knowledge of the challenges to protecting water quality for salmon, and support for actions recommended by the Strategic Plan.

c. Project Timeline – Year 3:

February 2014 – January 2015

Activity	Feb	Mar	Apr	May	Jun	July	Aug	Sept	Oct	Nov	Dec	Jan
Task 1: Project Management												
Task 1: Conduct survey												
Task 2: Conduct focus groups												
Task 3: Update educational material												
Task 4: Conduct education and outreach												

9. Budget – Year 2:

a. Annual Budget Summary:

<u>Salaries</u>	
<u>Fringe Benefits</u>	
<u>Travel</u>	
<u>Supplies</u>	2200
<u>Communications/Utilities</u>	
<u>Equipment/Vehicle Rental</u>	
<u>Equipment/Vehicle O&M</u>	
<u>Sub-Contracts</u>	
<u>Capitalized Equipment</u>	
<u>Professional Services</u>	122,523
<u>Other (training)</u>	

<u>Total of Direct Costs</u>	124,723
<u>Indirect Costs</u>	\$690
<u>Grand Total</u>	\$ 125,413

b. Task Delineated Budget:

	<u>Task 2</u>	<u>Task 3</u>	<u>Task 4</u>	<u>Task 5</u>	<u>Total</u>
<u>Salaries</u>					
<u>Fringe Benefits</u>					
<u>Travel</u>					
<u>Supplies</u>	550	550	550	550	\$2200
<u>Communications/ Utilities</u>					
<u>Equipment/Vehicle Rental</u>					
<u>Equipment/ Vehicle O&M</u>					
<u>Sub-Contracts</u>					
<u>Capitalized Equipment</u>					
<u>Professional Services</u>	\$30,000	\$22,500	\$27,500	\$42,523	\$122,523
<u>Other (training)</u>					
<u>Total of Direct Costs</u>	30,550	23,050	28,050	\$43,073	\$124,723
<u>Indirect Costs</u>	172	172	172	\$ 172	\$690
<u>Grand Total</u>	\$ 30,722	\$ 22,672	\$27,672	\$40,172	\$ 125,413

c. Budget Narrative:

Professional Services: The amounts listed for each task were provided by the Strategies 360, the consultant that we plan to retain for this project. A competitive bid process was conducted under Year One of this funding and Strategies 360 was selected. They are uniquely qualified to continue this work as they developed the Strategic Plan.

Supplies: General supplies for mailing and computer upkeep and maintenance is estimated to be \$2200:

Indirect Costs: The Swinomish Indian Tribe's most current negotiated cost rate is 31.37%. The professional services detailed within this workplan are not included

10. Project Management:

The project management will be overseen by Charles O'Hara, Swinomish Planning Director. Through regular meetings with key staff and project consultants the project's timelines, deliverables, and reports will be evaluated to insure that project goals are met. Funding for project management, with exception of the supplies costs described within the narrative and budget, will be from internal Tribal funds.

11. Local Coordination and Project Cooperators:

We plan to be extensively connected to local partners through the building of the partners that will occur during Year Two of this funding.

12. Technical Review:

We plan on engaging our partners to collaboratively develop the outreach strategy and, as such, provide technical input and advice during the project as part of their role as a member of the Coalition. As the Coalition members continue to emerge and cement, we will look to our partners to develop a more formalized technical review of the project.

13. Severability:

Actions in years four through six will entail the further implementation of the public information and outreach strategy. This third year's task is severable from subsequent year tasks in that if funding from this PSP/EPA source is not available, the Tribe can attempt to secure funding from other sources to continue to implement the plan.

14. Non-duplication:

N/A No other federal funding will be contributing to this project. All funding supporting project management will come from internal tribal funds

15. References:

Lawrence, S. 2007. Lower Skagit River Fecal Coliform Total Maximum Daily Load – Water Quality Implementation Plan. Publication No. 07-10-056. Water Quality Program, Washington State Department of Ecology, Bellevue, WA. Retrieved on May 25, 2011 from <http://www.ecy.wa.gov/pubs/0710056.pdf>.

Pickett, P.J. 1997. Lower Skagit River Total Maximum Daily Load Water Quality Study. Publication No. 97-326a. Environmental Investigations and Laboratory Services Program, Washington State Department of Ecology, Olympia, WA. Retrieved on May 25, 2011 from <http://www.ecy.wa.gov/pubs/97326a.pdf>.

Puget Sound Partnership. 2006. Public Awareness & Engagement Plan. Retrieved from http://www.psparchives.com/publications/our_work/education/research/FinalPSPcommunications-educationplanfromCofen91906.pdf.

Skagit River System Cooperative (SRSC) & Washington Department of Fish and Wildlife (WDFW). 2005. Skagit Chinook Recovery Plan. Retrieved from <http://www.skagitcoop.org/documents/SkagitChinookPlan13.pdf>.

Zalewsky, B. & Bilhimer, D. 2004. Lower Skagit River Tributaries Temperature Total Maximum Daily Load Study. Publication No. 04-03-001. Environmental Assessment Program, Washington State Department of Ecology, Olympia, WA. Retrieved on May 26, 2011 from <http://www.ecy.wa.gov/pubs/0403001.pdf>.